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## FREE HIGH SCHOOLS FOR RURAL PUPILS<sup>x</sup>

### II

IN a previous article attention has been called to the high-school instruction of country pupils as the missing round in the ladder of free public education. At the same time it was pointed out that this long neglected subject is now receiving marked attention in many different states. We noted also the disparity between the few public discussions of this question and the great under-current of local interest in it almost everywhere. In pedagogical literature and on the programs of educational meetings it has found small space, while among those persistent, united efforts of the friends of education which influence legislatures and produce forward movements, it takes rank as one of the vital issues of the day. That it is so regarded is strikingly shown in the opinions quoted below from correspondents in the several states.

It may be in order to remark here that we are not now discussing the high-school question in general. The battle for the free high school has been fought and won. In every city and village the children of rich and poor alike have free access through the high-school portal to the wider and higher mental life, with its better preparation, not only for personal power but also for social function, whether industrial, professional, or commercial. The people's verdict has been given and we shall not reopen the argument. Our object is simply to point out this very evident corollary—that the country boy is as rightfully entitled as his city neighbor to all these free privileges; and that there are even some reasons for urging his claims with greater emphasis. Yet, strange to say, with few and recent exceptions our whole country population has remained without free-school privileges beyond the elementary course as provided in the ungraded rural schools.

<sup>x</sup> The present article is a continuation of the discussion begun by ex-state superintendent Corbett in the April number of the current volume of the REVIEW, and contains the data and conclusions resulting from the fuller investigation outlined in that preliminary article.—EDITOR.

It is unnecessary to compare the importance of the high school with that of the college or the elementary school. There is no doubt that primary and higher education have received attention first in nearly all our states. As a matter of educational history, the secondary school has grown up first in the shadow of the college, to supply preparation for college courses. "To fit for college" was its original purpose. The primary school has always stood upon its own utility; so has the college and the university. But it is only within recent years that the high school has been recognized as having within itself the reasons for its existence. Chief among these reasons from the standpoint of society is the discovery of genius. The great importance to the public of discovering those best fitted by nature to go on to higher attainments, has been recognized ever since the days of Plato. Huxley declares that "if the nation could purchase potential Watt or Davy or Faraday at the cost of a hundred thousand pounds, he would be dirt cheap at the money in the narrowest economical sense of the word." What arithmetic can compute the possible unknown loss to society through all the past by failure to discover and develop the latent possibilities of genius!

There is every reason to suppose that many of these are to be found among the children reared in the more natural and normal conditions of rural life. From the standpoint of social utility a better case could probably be made out in favor of free high-school training for country pupils than for those in the city; but no such comparison is necessary, for only equality is asked; and equal opportunity for secondary instruction irrespective of place of residence, is something so just and so imperative that its claims can no longer be ignored anywhere.

It may be urged, however, in this connection, that progress in school conditions is often best attained by concentrating the efforts of the friends of education on one thing at a time. In some of our states the rural high-school question has not yet become prominent. The reason assigned may be a better one than simple neglect or indifference; it may be said that owing to sparse population or other natural causes the problems of the

primary school are so difficult and so urgent as to require all the energy of educational workers and all the resources of the people for their solution. But even in such conditions it ought not to be forgotten that one of the surest and quickest ways to strengthen the primary school is to provide at once the means by which every ambitious youth may secure the high-school training that will make him a good teacher or progressive citizen. The powerful reflex action of the secondary upon the primary schools of the state makes it worthy of serious consideration whether the free high school is not one of the most effective ways to raise the standard of the common schools.

In accordance with the announcement made in the preliminary article in the April number of the *SCHOOL REVIEW*, a copy of that article together with an information blank was sent to a selected list of correspondents representing every state and territory, and the provinces of Canada. The list was made up chiefly of the following classes of persons: (1) state superintendents, secretaries or ministers of education of the several states, territories and provinces, (2) professors of pedagogy in colleges and universities, (3) persons known to be particularly interested in this investigation, (4) other prominent educators wherever needed to make several representatives at least from each state and territory. Many of these names appear in connection with the personal opinions given under the headings of the several states in the synopsis farther on. The information blank was worded as follows, with space for replies:

We beg to submit for your consideration the inclosed article from the *SCHOOL REVIEW* for April 1900; and we solicit your assistance in completing the investigation described therein to the extent of filling out this blank, or dictating answers to the several inquiries by number. The results of the investigation will be sent to all who answer this inquiry.

1. What is your personal impression as to the importance of the question before us? Is it desirable to bring free secondary instruction within the reach of country pupils?

2. Do your state laws permit or require (state which) the formation of (a) Union high schools maintained by several adjacent districts? (b) Township high schools. (c) County high schools. (d) What are the prescribed conditions under which such schools can be organized? (e) What proportion of

the entire rural population of your state is at present (or likely soon to be) under the operation of such free high schools?

3. (a) Do your laws provide for state aid to city high schools that give free tuition to non-resident pupils? (b) If so, under what conditions? (c) Are the funds for such aid raised by state taxation? If not, how? (d) What limitations, if any, upon attendance at such schools?

4. (a) Do your laws make any other provision for free attendance of rural pupils at city high schools? (b) If so, is the provision uniform and mandatory throughout the state, applying to all pupils not otherwise entitled to free high-school instruction? (c) State the limitations and conditions, if any.

5. To what extent are country pupils making use of existing high schools by paying tuition? Are fees moderate? Give an estimated average.

6. Are there any other conditions in your state which affect the problem—partially supplying or removing the need, aggravating or emphasizing it?

7. Has any plan for providing free high-school instruction for rural pupils been proposed for legislation or seriously discussed in your state? If so, give particulars, and the prospects for such legislation.

8. If you can conveniently give references to any publication or document in which this subject is discussed, for either your own or other states, please do so. Include any other source of information—names and addresses of persons interested, articles in periodicals, sections of the school laws, etc.

9. Any other suggestions or remarks.

Address replies to the editor of the *SCHOOL REVIEW*, the University of Chicago, Chicago, Ill.

The results of our investigation of this subject have been most gratifying. Interesting and instructive facts have been collected beyond our expectations, both in quantity and in importance. We had already discovered, from various sources of information, that several states were moving in this matter, but the fuller and more exact statements we have now secured give added proof of the widespread interest in our subject, and make very evident the timeliness and importance of the investigation.

Before presenting a digest of the data obtained from the different states, a few general remarks and explanations may be of value.

First, as to the answers given to "Question 1," requesting a statement of personal opinion as to the importance of the investigation and the desirableness of the movement. If any doubt existed as to such importance and desirability, it would

certainly be dissipated by the strong and emphatic expressions of our correspondents. It will be observed that, without a dissenting voice, they welcome the inquiry, and indorse the movement for equal high-school opportunities. It will be noted that many characterize this question as one of the most important—some deeming it absolutely preëminent—among those now before the educational public. These statements seem careful and deliberate; and such unanimity and emphasis on the part of prominent educators in all parts of the country is certainly most significant.

*Union high schools.*—In general it may be said that union of districts for high-school purposes, which is permitted as a matter of local option in many states, has not been very extensively utilized. This by no means argues against the desirability of such permission, for if even a few localities are benefited by them the privilege should not be withheld. It simply shows that this measure alone is insufficient, and must be supplemented by other and more adequate means.

*Town and township high schools.*—Under this caption are to be described conditions in several states which have made admirable progress in the matter under consideration. The tendency in New England, following the lead of Massachusetts and Connecticut, is to make every town responsible for the free high-school instruction of all its qualified students, both in city and country. It must, of course, be remembered in this connection that the New England town is a very different thing from the western township. The two correspond roughly in average extent of territory, but the New England town has many of the functions of the western county. Generally speaking, however, each town is a school unit, managing its schools as the voters may determine. In Massachusetts and Connecticut the whole population of the state, rural as well as urban, has access to free high-school tuition. This plan has the advantage of requiring the towns to do something while supplementing their efforts by state aid. Every town must either provide for the high-school instruction of all its qualified pupils or pay for their tuition in a non-local high school. The experience of these New England

states is exceedingly instructive, and should be noted very carefully by all students of the free high-school problem in other states.

Indiana and Ohio are, perhaps, the most instructive types of the township method of handling the question before us. In both states the township is relied upon to provide high-school instruction for its qualified pupils. Both of these states have laws very recently enacted similar to the one in Massachusetts, making such provision compulsory throughout the state by requiring school corporations either to organize high schools or provide elsewhere for the free instruction of all qualified pupils.

*State aid for high schools.*—The principle of state aid has practically solved the problem for Minnesota, and has played a most useful part in Massachusetts, Connecticut, Pennsylvania, Washington, and other states. Details are given under the headings of these several states below.<sup>1</sup>

*County high schools.*—The conditions described in Kansas, Iowa, and Maryland are interesting in this connection. Maryland has a unique system of county organization for all her school affairs. Iowa and Kansas have permitted and encouraged the establishment of county high schools for years but, as will be seen from the statements below, a very small proportion of the rural population are living under the operation of such schools. Their establishment seems to be necessarily a matter of local option. We have already pointed out in the preliminary article the difficulty of securing a vote for such establishment on account of the rivalry of cities or towns for location, the duplication of expensive buildings and apparatus unless the city gives up its own high school, and the opposition of those who live in remote parts of the county nearer to other high schools.

*Use of existing high schools.*—A careful study of all the conditions involved seems to me to make it very doubtful whether

<sup>1</sup>Closely related to the subject of state aid is that of state taxation for schools. There seems every reason to favor raising a much greater proportion of the school funds by general state tax. One prominent educator says in speaking of the unequal burdens of our present local taxation: "We have no such a thing as a state system of education; but a local system under state control."

A large state fund, distributed according to attendance, would go far to solve the problem of free high-school instruction of country pupils. See the statement for the State of Washington farther on.

the creation of a new class of high schools is the best way to reach the country pupils.<sup>1</sup> The present tendency everywhere is for these pupils to find their way into the city and village high schools. If their tuition in these schools could be provided at public expense so as to multiply, enlarge, and strengthen such schools, we should have immediately in most states, the best solution of the problem before us.

The village high school needs the larger membership and the increased income from the attendance of the rural population. It has been often remarked too, that country pupils are on the average somewhat more devoted to study than the city pupils, and hence improve the student spirit and *esprit de corps* of the school. They usually make more sacrifices to attend, come farther or perhaps board away from home, and are generally less distracted by domestic and social interests. We see therefore, that the high schools gain in income, attendance, and scholarship. All these reasons make it advantageous to the existing schools to furnish instruction for the rural pupils.

It is better also for the rural people to obtain free high-school opportunities at these schools. Convenience is an important consideration. It is as natural for the village or city to be the high-school center as to be the trade center of the surrounding country. As a rule the country people want the same kind of high schools as the people of the city. If the experiment is ever tried, it will probably be found that the separate schools of agriculture and housekeeping, established for country people only, will be but slightly patronized by the class for whom they are intended; while the greater number of bright, ambitious country students will pass by the "hay-seed" schools to seek their training as they do now in the industrial, commercial, and literary courses of the city high schools. They know they are

<sup>1</sup>This does not refer, of course, to high schools of the same type as those in cities and villages, but established in rural centers with arrangements for transportation of pupils. This idea is full of hope and promise for the future in thousands of rural communities. For a fuller discussion of it see the preliminary article in the SCHOOL REVIEW for April. See also the footnote under the statement for *Illinois* farther on.

*Bulletin of Information No. 5*, State Superintendent Harvey, Wisconsin, contains a very full and valuable discussion of this subject.

the peers of the city students, and they desire to demonstrate the fact. There is no divergence either of talent or of destiny that requires a separation of rural from city high-school students.

I have heard it objected that the country people would under this arrangement have no part in the control and management of the high schools that train their children. I admit the force of the objection. In theory at least it seems at first glance a strong argument against the education of a part of the people in schools controlled by others.

Several points can be made in reply to this objection. First, there is no reason to suppose that the schools would be managed better, or even differently, if the rural population participated, nor is it evident that their interest in such schools would be greater. Again, any well devised plan will include state regulation and approval of the high schools, in which approval of course the country people will be represented, and by which their interests in secondary education will be better secured than by direct control. And, finally, whatever slight disadvantages remain will be far overbalanced by the advantages already stated.

*The legal problem.*—If then, a plan can be devised by which the tuition of country pupils can be secured at public expense in high schools of the existing kind, we should have in most states the most prompt and effective solution of the problem under discussion. But just here comes in one of the most perplexing parts of the whole problem—how to provide in detail for such payment; how to determine the rate of compensation with promptness and equity; how to provide for its payment—whether by district, township, county, or state; how to arrange all this with justice to all and in accordance with constitutional limitations—here is the crux of the discussion.

It is evident from this that one of the most important phases of our subject is the matter of constitutional limitations. We must reach our end chiefly through legislation; and after running the gauntlet of the lawmakers our laws must still meet the irreversible judgment of the courts as to their constitutionality. Since the publication of the preliminary article in the April number of the REVIEW, the Nebraska law which seemed so commendable and

which promised so much, has been annulled by the supreme court of that state. The defect announced was a wholly unsuspected one—viz., the fixed rate of tuition. The law provides for the free attendance of any qualified pupil at some neighboring approved public high school, tuition at the fixed rate of seventy-five cents per week being paid by the county in which the pupil resides. The logic of the decision is that the actual cost will not be exactly the fixed amount, but will be a shade greater or less. If greater, the school will suffer injustice, and if less, the county will be the loser, and therefore injustice will be forced upon one or the other without consent, in violation of the constitutional safeguards. These safeguards are the same in substance in Nebraska as in other states. If this judicial doctrine prevails, the recent law of Indiana, which is in the respect referred to identical with the Nebraska law, may also be annulled as soon as it comes before the supreme court.<sup>1</sup>

A most valuable supplement to the present discussion would be a thorough investigation by competent legal talent of the constitutional and legal questions involved in the needed laws, and we shall hope to see such a contribution to the literature of the subject, made at no distant date. Meanwhile it is very certain that any proposed legislation in any state should receive not only the attention of educators and philanthropists, but also critical analysis by the ablest jurists.<sup>2</sup>

We come now to the most important feature of this report—viz., the statement of conditions in the several states, as far as obtained from correspondents and from public documents. For convenience, we have given under the caption of the several states, the expressions of personal opinion of our correspondents wherever such expressions were given.

<sup>1</sup>It is interesting to note in this connection that the laws in the province of Ontario, Canada, provide for a ready and compulsory arbitration in the event of dissatisfaction or disagreement as to the rate to be paid by one corporation to another for the free instruction of non-resident pupils. Perhaps the defect alleged in the Nebraska decision can be remedied by applying this principle of arbitration.

<sup>2</sup>See under "Montana," further on.

## REPORT BY STATES

## NORTH ATLANTIC DIVISION

## MAINE

It is important and desirable.—W. W. STETSON, State Superintendent.

Very important. Seventy per cent. of the leaders of all departments of life are country bred, and if the nation is to advance, the early education of these leaders must be better.—W. J. CORTHELL, Principal Gorham Normal School.

A district, a union of districts, a town, or a union of towns may establish high schools and receive state aid. About half the rural population of the state has access to such schools. Most pupils who go away from home enter academies where fees are moderate—about fifteen dollars a year.

## NEW HAMPSHIRE

Bills have been introduced in the last two legislatures requiring towns not maintaining high schools to pay tuition of their pupils in neighboring high schools. Both these bills were defeated, but a sentiment favorable to this idea is probably gaining ground.—State Superintendent of Public Instruction.

## VERMONT

Emphatically yes, it is both important and desirable.—MASON S. STONE, State Superintendent.

Most certainly.—SUPERINTENDENT JOHN L. ALGER, Bennington.

No provision for union high schools, but town high schools are required in towns of 2500 or more people. At present the school boards in towns with no high school *may* pay tuition of qualified students in other high schools. The law will probably soon be changed from *may* to *shall*, which will bring the entire state under the operation of free high schools. Tuition fees probably average \$24 per year. Efforts are being made to secure state reimbursement to weaker districts as now in Massachusetts; also to develop a free transportation system.

There are twenty-six incorporated (city or village) districts within towns in Vermont. In such cases pupils of the town outside the incorporated district may attend the high school in the village or city at the expense of the town for tuition.

## MASSACHUSETTS

It is decidedly important. The discovery and development of superior ability wherever it exists is one of the important safeguards of a democratic society. But to secure this, secondary education should be within the reach of all—not merely of all in the cities. Moreover, free secondary education sufficiently broad and so flexibly administered as to meet the wants of all pupils, whether they intend ultimately to go to college, enter a profession, go into business, or remain on the farm, would undoubtedly tend to check the migration of the best families from the country to the cities—a very desirable result.—PROFESSOR PAUL H. HANUS, Department of Education and Teaching, Harvard University.

Very important and desirable.—SECRETARY F. A. HILL and AGENT JOHN T. PRINCE, of the State Board of Education.

Union high schools are permitted, but none exist. Town high schools are permitted in all towns and required if there were five hundred families or householders in the town at the last preceding census. Such required schools shall have a course of four years and an annual term of forty weeks. A town may, if it chooses, meet only a portion of such requirements in its own high school; *provided*, that it shall make adequate provision for meeting the rest of said requirements in the high school of another town or city. All towns not included above, and not maintaining such high schools, *must pay* for the tuition of their qualified students.<sup>1</sup>

I quote the following from a recent address by Frank A. Hill, secretary of the State Board of Education:

In 1891 the state took a step which placed it, for the first time, in advance of the founders. It ordered that free high-school tuition thereafter should be the legal right of every properly qualified child in the commonwealth. Every town, without exception, must furnish it either in its own high school or in that of a neighbor. Other states have gone beyond Massachusetts in making the college or university a part of the public school system, but Massachusetts was the first state in the union, if not the first in the world, to make it compulsory on all its towns to provide free high-school instruction. Such compulsion bore with hardship, of course, on many small and feeble towns. Hence arose in 1895 the policy in such cases of state reimbursement of high-school tuition payments in towns whose valuation does not exceed \$500,000. These amounts are paid from the state treasury to the town treasurer upon sworn statement of town officials approved by the State Board of Education.

<sup>1</sup>It is to be remembered, of course, that the entire rural population of Massachusetts live in *towns*. The word is used in a different sense in other parts of the country.

During the year ending June 1899, \$9,436.67 was thus reimbursed by the state to fifty-nine such towns for tuition fees of 298 pupils in forty-one different high schools, at an average rate of \$34.29 per pupil. Rates are fixed by the high schools furnishing the instruction. Thus far, in approving certificates for reimbursement by the state, the question of the right of the State Board of Education to disapprove a rate has not been considered. Inasmuch as many high schools furnish tuition to towns that are not reimbursed by the state, as well as to towns that are, it is important, for the sake of the former, at least, that rates should be moderate. *It is quite possible for a rate to fall under the actual cost of a high school that must be maintained, and yet be pecuniarily profitable to it.*

In 1898 the legislature abolished the distinction between first grade high schools and second, the people having previously abolished it in most of the towns. The length of the high-school curriculum was for the first time fixed; there must be at least one course four years long. A town may maintain a high school for a part of the course (four years) if it will pay for the rest of the course elsewhere. This progressive legislation is, in itself, an expression of the people's conviction of the value of the high school. It has placed the high school in the best legal position it has ever held.

No state money for schools is raised by direct taxation, although some state money is expended for schools. Free transportation of pupils is authorized by law and extensively practiced. Practically, a few towns, not many, find it difficult, from local conditions, to make high-school instruction convenient to their children. Massachusetts seems to have come very close to an ideal solution of the problem: 95.68 per cent. of the population have access to free high schools at home, the remainder have free access to these schools away from home.

#### RHODE ISLAND

I believe in the idea very strongly.—THOMAS B. STOCKWELL, State Commissioner of Public Schools.

At present about 30 per cent. of the rural population have access to free high schools. The proportion will probably be much greater very soon. It is only two years since state aid has been given to high schools. Eastern portion of state sparsely peopled; only two or three villages large enough for high schools. To reach the country pupils will require a good deal of transportation.

#### CONNECTICUT

All children residing in towns without a high school may attend free a non-local high school. This opens the high schools to all the children of the state.

Any town may establish and maintain a high school, whether primary schools are controlled by the town or by districts therein.

The new law of 1897, as amended in 1899, provides that any town in which a high school is not maintained shall pay tuition of qualified pupils in an approved high school of another town. Every town, whatever its valuation, shall receive from the state annually, in July, two thirds of the amount thus expended.

#### NEW YORK

I would enlarge the scope of the high school and make it absolutely free to all pupils, providing by state aid for advantages now secured only by payment of tuition. Every child should be educated free in the high school nearest to him. There should be no favoritism or distinction.—CHARLES R. SKINNER, State Superintendent.

At present, although New York has perhaps the finest system of city and village high schools in the country, there is practically no provision for the free secondary instruction of rural pupils.

#### NEW JERSEY

I regard it as of the utmost importance. I believe in equality of opportunity, and think our country youth are as rightfully entitled to high-school facilities as those of our cities and larger towns.—C. J. BAXTER, State Superintendent.

A very vital question. It is most certainly a desirable thing to bring about.—L. SEELEY, Professor of Pedagogy, State Normal School, Trenton.

A union of adjacent districts for graded-school and high-school purposes is provided for in a law just passed. Nothing done under it yet. Vote of the people of each district necessary. Non-resident children may attend a neighboring high school free if the boards of the two districts agree upon the rate to be paid by the district sending the pupils. Non-residents attend high schools to a considerable extent. Tuition fees average about \$50.00 per annum.

#### PENNSYLVANIA

It is very important.—N. C. SCHAEFFER, State Superintendent.

If secondary instruction can be made "practical," it would be a crime to withhold it from the country pupils.—PRESIDENT HENRY T. SPANGLER, Ursinus College.

No provision for free attendance of country pupils. Laws permit high schools only in boroughs above a certain minimum population.

By the new law of 1895 high schools receive state aid in the sum of \$200 for each grade or year of high-school work—\$800 if the school has a four-years' course. It appears that this grant has not yet become operative, owing to lack of special appropriation of funds to meet its provisions. The law seems to include no provision for free attendance of non-residents, as in Minnesota, and hence has no special significance in the present investigation.

#### SOUTH ATLANTIC DIVISION

##### MARYLAND

Unquestionably—just as important as for city pupils.—E. B. PRETYMAN, State Superintendent.

Yes, it is desirable.—PRESIDENT E. E. CATES, Frederick College.

In Maryland the county is the unit for all school purposes, all schools being controlled by county boards and supported by county taxation, the state funds being apportioned by counties on the basis of school population. This practically eliminates any serious "rural school problem." All high schools are free to all in the county, Baltimore city is the sole exception, having its own school government and charging fees to non-residents. The old state academies, supported in part by the state, charge moderate tuition fees to all alike. One or more election districts may build a high-school building and present it to the county board which must then maintain a school therein.

The system is not reported to work very well in some respects. Politics tends to dominate the schools and the teaching force in many places is not of a high order. No system is free, however, from either of these evils, and the special problem of opportunity for rural pupils is solved by the county system. Except in one or two very mountainous counties practically all the country people of the state have easy access to free high-school instruction.

##### WEST VIRGINIA

Yes, it is important and desirable.—STATE SUPERINTENDENT J. R. TROTTER.

Laws authorize the establishment of union and township high schools. Very few country people yet under their operation. Practically no provision for free high-school instruction of rural pupils. Number attending city schools not very great. Average tuition fees about \$1.50 per month. Rural population scattered.

## GEORGIA

In Georgia, where no legal countenance is given to secondary education while the state provides both elementary and university education, the question is now of the greatest importance.—SUPERINTENDENT C. B. GIBSON, Columbus.

I endorse the project most heartily. The public high schools of the South constitute the weakest part of a system which is at best imperfect.—PROFESSOR NATHAN B. YOUNG, Department of Pedagogy, Georgia State Industrial College.

Laws do not authorize any public high schools, but by common consent they exist in cities and some counties, generally for white pupils only. About twelve counties have county high schools including four counties which combine city and county in school affairs. Only a small fraction of the rural people thus provided for. Estimated average tuition charge for non-residents about \$40.00 per year. Some educators are urging county high schools with dormitories for cheap accommodation of poor students.

## FLORIDA

It is desirable to reach country pupils as far as possible with all grades of education—the university when possible.—STATE SUPERINTENDENT WILLIAM N. SHEATS.

Country high schools authorized. Less than 10 per cent. of the rural population under such schools at present. Free transportation of pupils also authorized by law.

## SOUTH CENTRAL DIVISION

## TENNESSEE

Very necessary indeed.—PRESIDENT CHARLES W. DABNEY, Knoxville.

No provision. A few country pupils attend the city high schools; more go to low-grade "colleges." Tuition rates are low.

## ALABAMA

Scarcely possible in the South where the population is so scattered. *But it is desirable.* What we need most is development of our grammar schools in the rural districts.—PRESIDENT JAMES K. POWERS, State University.

I am of the opinion that the question is one of great importance. I think it is very desirable to bring free secondary education within

the reach of country pupils.—STATE SUPERINTENDENT J. W. ABER-CROMBIE.

The law permits township high schools when trustees think necessary. About 5 per cent. of the townships have them. There are certain provisions for state aid to high schools. Could not get exact details. No effective provision for free secondary instruction of country pupils.

Average fees for non-resident tuition about one dollar per month.

#### MISSISSIPPI

It should be the purpose of every state system of schools to give all children of the state the advantage of free tuition from the most elementary school to the university.—H. L. WHITFIELD, State Superintendent.

It is desirable, but not to be expected in our thinly settled state for years to come perhaps.—J. G. DEUPREE, Professor of Pedagogy, University of Mississippi.

County high schools are permitted under special charter. There is one such school (for whites) at Fayette, Jefferson county, supported by a special county tax.

Five to 10 per cent. of the pupils in city high schools are from the country. Tuition fees average about \$2.50 to \$3 per month.

City high schools may draw on the county for tuition of non-resident pupils during a part of the year known as the "county term."

The great trouble is sparseness of population. The race issue is also a serious feature. Whites pay fully 90 per cent. of the school taxes, while negroes usually get equal advantages. The whites are not likely to assume still greater burdens.

#### LOUISIANA

I consider free secondary instruction of the highest importance to country pupils and am aiming to put it within the reach of them all.—STATE SUPERINTENDENT J. V. CALHOUN.

Township and parish (county) high schools may be established upon petition of parish board, sanctioned by state board of education. State apportionment and local funds used as parish boards judge best. Country pupils usually attend free in the same parish. When city high schools are supported entirely by corporate tax, tuition may be charged.

Average tuition fees charged about \$25 a year. There are high schools in each of the fifty-nine parishes (counties). About thirty of these schools are in excellent condition.

#### ARKANSAS

A matter of paramount importance. No better means for strengthening our governmental fabric than to increase the opportunities for higher education in rural schools.—**JOSIAH H. SHINN**, State Superintendent.

One of the most important educational problems before us; perhaps the most important, as the questions of elementary and university education, at least in bold outline, have been solved.—**PROFESSOR J. H. REYNOLDS**, Education and History, Hendrix College, Conway.

No provision except in town or city districts. Tuition moderate, about \$2 to \$3 per month. Ninety per cent. of the people live outside these districts. Various plans have been proposed; no immediate prospects for legislation, although sentiment is growing in its favor.

#### OKLAHOMA

It is the most important problem in our educational affairs here. We have a complete school system in which provision is made for all steps in the "ladder" except the secondary training of rural pupils. We expect to do something in our legislature the coming winter. I shall look with great interest for the results of your investigation for the aid it will bring for us in formulating our laws.—**DAVID R. BOYD**, President University of Oklahoma, Norman.

#### NORTH CENTRAL DIVISION

##### OHIO

I answer emphatically, it is very desirable.—**O. T. CORSON**, President National Educational Association.

It is a most important subject. We have just reason to feel proud of our state in this matter. We have 57,000 youth in high schools. Absolutely all of our state is under free high schools. Our further aim is (1) state aid for high schools, (2) state inspection, (3) state gradation. On the whole I feel that we have an enviable record in the growth of high schools, and the sentiment of the state is excellent.—**LEWIS D. BONEBRAKE**, State Commissioner of Common Schools.

My personal view is that this is the one "burning" question before the American educational public.—**SUPERINTENDENT C. L. VAN CLEVE**, Troy, O.

In April 1900 the legislature passed a very important act which requires townships and special districts either to organize high schools or pay tuition of all pupils who pass the high-school entrance examinations before the county board of examiners. Such payment of fees has been permitted for some years, but the new law makes it mandatory.

The law permits and otherwise encourages (1) township, (2) village, (3) special, (4) city high schools simply upon act of local boards of education.

Tuition averages probably \$2 per month for village high schools and \$3.50 for city high schools.

Ohio has sixty-two degree-giving institutions, most of them giving preparatory work; and 818 high schools.

The plan of consolidating all the schools of a rural township at the center, with free transportation of pupils is in very satisfactory operation in a few townships.

#### INDIANA

It is one of the most important questions commanding the attention of the educational public. We are having a great deal of experience just now, and are convinced of the good results.—F. L. JONES, State Superintendent.

Any incorporated city or town, or any township, may establish a high school for its qualified pupils.

The last legislature made mandatory provision for free high-school instruction of all qualified pupils. The tuition of non-residents is paid by the school officials of the school corporation from which pupils come at the fixed rate of \$3.00 per month.

(See in this connection under *Nebraska*.)

Laws provide that whenever suitable building and grounds for a county high school may be offered to the county from private donors, such property shall be accepted and a high school maintained by county tax. Apparently there are no important results of this law.

#### ILLINOIS

It is just as desirable and important that country pupils have opportunities for free secondary instruction as that village and city pupils have them. Let the question be agitated till every pupil shall have such opportunities.—STATE SUPERINTENDENT ALFRED BAYLISS.

Township high schools authorized. Only sixteen townships out of fifteen hundred have them. About \$90,000 is paid in the state

annually for non-resident tuition, varying from 40 cents to \$1 per week.

An effort will be made at the next session of the legislature to authorize free transportation of pupils.<sup>1</sup>

#### MICHIGAN

It is the most important educational question before the Michigan people.—STATE SUPERINTENDENT J. E. HAMMOND.

No provision for anything of the kind in the state laws. As in other states, many country pupils attend city and private schools and pay moderate fees.

The educators of the state have made various efforts in this direction for years, but certain classes of politicians oppose it as a movement toward centralization. Sentiment is probably developing slowly in favor of township high schools.

#### WISCONSIN

Yes. It is, however, more important to arouse the rural population to a recognition of the necessity for a better education of their children than the district schools now offer. It is also necessary to offer a kind of secondary instruction in many respects different from that now offered in secondary schools; a kind that will appeal to the farmers and command their support.—STATE SUPERINTENDENT L. D. HARVEY.

I think it is desirable; but am not sure that the creation of a new class of high schools for them is the best way to do it. In this state they find their way into the city high schools, and if the state paid their tuition as it ought to do would go in still greater numbers. I fear a separate kind of schools would result in small attendance, feeble schools, and disappointment.—PROFESSOR M. V. O'SHEA, Department of Pedagogy, University of Wisconsin.

I believe it is desirable to bring free secondary instruction within the reach of country pupils. I believe especially in the consolidation of rural districts and the transportation of pupils to central graded schools.—PROFESSOR A. A. UPHAM, State Normal School, Whitewater.

<sup>1</sup>Since the above was placed in type, the following item appeared in the Chicago papers: "County superintendents of schools in northern Illinois decided yesterday, at a meeting in this city, that they would at once begin work to secure a transportation system in country districts for high-school pupils. The ultimate aim, it was announced, was to secure the establishment of high-school centers in farming sections and convey to and from them pupils living within a radius of four or six miles. The transportation system, it was agreed, was the solution of the country high-school problem."

Two or more adjoining towns, or one or more towns and an incorporated village, contiguous territory, may unite to maintain a high school. Less than 1 per cent. of the entire rural population of the state is at present under such union high schools.

State aid from the "general fund," given to all approved high schools to an amount not exceeding one half the amount paid for salaries of teachers.

No provision for free attendance of non-resident pupils; but a large percentage of the students are non-residents who pay tuition ranging from \$15 to \$25 per year. Two thousand five hundred such non-residents attended in 1899.

Some counties have organized county training schools free to all qualified students who intend to teach.

The state superintendent is urging provision for county schools of agriculture and domestic economy, including some of the usual high-school studies. Consolidation of small districts with transportation of pupils is also being urged. (See extracts from a paper by Professor A. A. Upham, of Whitewater, in the preliminary article of this discussion, April 1900.)

#### MINNESOTA

It is important and desirable; but subject-matter should be adapted to the demands of rural life.—D. L. KIEHLE, Professor of Pedagogy, University of Minnesota.

There are but few things in the educational line *more* desirable. The fact that most pupils leave school before the eighth grade is completed is an argument *for*, not against. They need better teachers. It is good high schools and their graduates that make good primary schools. Their influence is everywhere felt.—EX-STATE SUPERINTENDENT W. W. PENDERGAST, Hutchinson, Minn.

All pupils in the state have free access to all the approved high schools.

In recompense for such free admission the state gives each approved high school \$800 annually. More than one hundred high schools are thus offering free tuition to any qualified student living in the state. Funds for this state aid are raised by direct taxation upon the entire state.

This plan has been so successful that the following statement of conditions for approval will be of interest:

*CONDITIONS REQUISITE TO ACCEPTANCE*

(From the Rules of the State High School Board)

The following requirements are in accord with the past experience of the board, and are made with a view to secure conditions which render efficient work practicable and give promise of permanence. The increase of state aid to \$800 justifies great care in admitting schools to the list.

1. A comfortable building providing not less than four grade rooms below the high school, and high-school quarters consisting of at least a main room, a large recitation room, a laboratory, and an office.

2. A well organized graded school, having not less than four distinct departments below the high school, and including not less than eight years of elementary and grammar-school instruction.

3. A well chosen geographical library for the sixth and seventh grades.

4. An adequate library of American history for eighth grade work.

5. Suitable wall maps, a globe, and an unabridged dictionary for each of the upper grades.

6. A liberal supply of reading material in sets for each grade.

7. A well-qualified superintendent having general charge of grading, instruction, discipline, and of the care of the building.

8. A liberal schedule of salaries. It is not the policy of the high school board to prescribe salaries, but in the light of experience the board expresses a want of confidence in the ability of a school to earn the state grant of \$800 without salaries liberal enough secure the services of a competent superintendent and instructors of approved experience. Experience also demonstrates that towns having a population of less than one thousand people, and an assessed valuation of less than \$200,000, are seldom justified in undertaking the expense of supporting a state high school.

9. Scholarly classes, well started in at least the first two years of high-school work, with a good prospect of classes to follow in regular succession, to maintain a full four years' course.

A single district or union of districts arranged by the county commissioners, not exceeding six miles square, may form an independent high-school district, upon vote of the people of such district.

## IOWA

It is very important that free secondary instruction be brought within the reach of country pupils.—DEPUTY STATE SUPERINTENDENT Ross.

I am gratified to find you interested in these lines. Our American people must give more sincere and systematic attention to this problem. I commend your investigation, and shall be anxious to hear the results.—PRESIDENT W. M. BEARDSHEAR, Iowa State College, Ames.

The question is an important one. All the elements of a high-school training open new possibilities to the country pupil the same as to the city boy or girl.—**SUPERINTENDENT H. B. HAYDEN**, Council Bluffs.

The laws authorize the establishment of (1) union, (2) township, (3) county high schools, but as yet there are only five or six such schools, although there seems a greater tendency toward them just now.

Some townships are agitating the question of selling existing rural school properties and erecting a central graded and high school, with free transportation of pupils.

A law to provide state aid for city high schools that offer free tuition to non-residents passed the house last winter, but failed in the senate.

Very many rural pupils attend on payment of tuition fees (\$1.50 to \$2 per month is an average). Probably one third of the high-school graduates in many cities are from the country.

#### MISSOURI

A very important movement.—**EX-STATE SUPERINTENDENT KIRK.**

Most desirable. How to accomplish it effectively is one of the most important of educational problems. State aid to city and village high schools that open their doors to all, will bring surest and quickest relief.—**PRESIDENT W. S. DEARMONT**, Cape Girardeau State Normal School.

Union high schools permitted, but so far but very few such unions, (country districts adjoining town districts) have been formed, and few are likely to be until some greater inducement is offered by the state. Educators are urging legislation for state aid, based upon grade of school, local rate of taxation, and number of non-resident pupils admitted free.

At present probably 5 per cent. of the pupils in high schools are country pupils paying tuition, averaging perhaps two dollars a month.

#### SOUTH DAKOTA

Yes, it is important and desirable.—**STATE SUPERINTENDENT E. E. COLLINS.**

Township districts may establish high schools, but there are none as yet. No provision for free high-school instruction except in city districts. But few country pupils attend the high schools. Tuition fees moderate, averaging perhaps \$1.25 per month.

## NEBRASKA

This state has twice (1895 and 1899) enacted a law providing for free attendance of all qualified pupils in the state at convenient approved public high schools; tuition at a fixed rate being paid by the county. Each of these laws has been pronounced unconstitutional by the supreme court. The defect pointed out in the law of 1895 was in the method of levying the special county tax—the approved high-school districts being exempted, and the tax, therefore, not uniform throughout the county. This defect was remedied and the law promptly reenacted in substantially the same form in 1899 by the very next legislature—the adverse decision having been rendered just after the adjournment of the legislature of 1897. In April 1900, the supreme court again annulled the law, this time on account of the fixed rate of tuition, which, according to the decision, must be unjust either to the county or to the district.<sup>1</sup>

The law was exceedingly popular, and satisfactory both in the cities and in the country, and all classes share the disappointment of its failure in the courts. A somewhat full statement of its features was given in the preliminary article in the *SCHOOL REVIEW* for April. As matters now stand Nebraska has no provision whatever for the free high-school instruction of her rural pupils. What the next step will be is a question of great interest, not only to the people of the state, but to all who have noted Nebraska's persistent efforts to solve the free high-school problem.

Tuition fees charged by the high schools will average somewhat less than the rate fixed by the law—three dollars per month.

## KANSAS

It is desirable and very important to the industrial and intellectual development of the whole people.—PROFESSOR ARVIN S. OLIN (Pedagogy), University of Kansas, Lawrence.

Very important and desirable.—PROFESSOR J. N. WILKINSON, State Normal School, Emporia.

Country school children are as much entitled to free secondary instruction as city children. It is certainly desirable.—JOHN MACDONALD, Editor *Western School Journal*.

County high schools and union high schools authorized by law. There are no union schools and only one fifteenth to one tenth of the rural people are now under county schools, after fifteen years of the

<sup>1</sup> See the paragraph above, entitled "The Legal Problem."

law. The chief difficulty is rivalry for location. Any district may vote to pay tuition of its qualified pupils at city high schools. This latter provision is recent, and very little is now, or likely to be, done under it. Tuition fees range from two to four dollars, and average less than three dollars, per month. Nearly every city school encourages the attendance of tuition pupils. In sparsely settled counties the county board may make special arrangements for high-school instruction at the county seat.

#### WESTERN DIVISION

##### MONTANA

The question of free secondary education for children of rural districts is of the greatest importance.—PRESIDENT JAMES REID, Agricultural and Mechanical College, Bozeman.

Free county high schools may be organized upon petition and vote. The law is very recent and little has been done as yet. Several city high schools have been merged into county high schools. Some doubt is expressed as to the validity of the law. Attorney-general Nolan of Montana writes as follows: “The high-school law, to say the least, is crude and indefinite in the extreme. It is problematical as to how it will be considered by the supreme court, and in what way steps can be taken so as to make possible the issuance of bonds.”

Quite a number of non-residents attend existing town high schools—probably 5 to 8 per cent. of their entire attendance. Tuition fees average probably three dollars a month.

Rural districts are sparsely populated. The pressing need seems to be for better elementary and grammar schools.

##### COLORADO

Of very great importance; most desirable.—STATE SUPERINTENDENT MRS. HELEN L. GRENFELL.

I am decidedly in favor of the movement. There is quite a strong sentiment in favor of it in Colorado.—PROFESSOR ARTHUR ALLIN, Department of Pedagogy, University of Colorado.

The question is important and its solution desirable.—COUNTY SUPERINTENDENT F. D. BALL, Douglas county.

A very recent law permits union and county high schools upon vote by people and location by a board afterward. Non-resident tuition ranges from two dollars to eight dollars per month—availed of

to a considerable extent. Size of districts and counties very large. Transportation of pupils at public expense is much needed.

#### ARIZONA

One of the most important questions before the school public today.—F. YALE ADAMS, Professor of Pedagogy, University of Arizona, Tucson.

Any one, or several adjoining districts having 2000 or more people may establish a free high school. Grammar schools may teach high-school subjects. High schools often allow attendance of non-residents, which increases the revenue, as territorial apportionment is based on attendance. Estimated that one third of the population of the territory have access to free high school instruction, and probably any student really desiring it can secure it. The university has preparatory department and there are two territorial normal schools.

#### UTAH

It is both important and desirable.—PRESIDENT J. T. KINGSBURY, University of Utah.

It is important and desirable; but free primary education should first be made efficient and within the reach of all. I would not expend money to give a few free secondary education until after all can be given a common-school education.—STATE SUPERINTENDENT JOHN R. PARK.

Adjoining districts may unite to form a high school district supported by special tax. No such union schools yet available for rural pupils; but the country people live mostly in villages and as soon as able these establish a ninth grade looking to a high school in future. The state institutions of learning all have preparatory departments. Some rural students attend city and private schools. Tuition averages about \$40 per year.

A county system of organization with county high-schools is advocated by the state superintendent. (Report, 1896, pp. 20, 21.)

#### NEVADA

I think it is important. But the conditions are such here that it cannot be done as in more populous states.—STATE SUPERINTENDENT ORVIS RING.

Union and county high schools are authorized but very little has been done. There are practically no country pupils in high schools.

## IDAHO

I think it an absolute necessity.—PRESIDENT BLACK, State Normal School, Albion.

No provision whatever. Very few town or city high schools. Non-resident tuition fees moderate.

## WASHINGTON

I endorse everything claimed in the preliminary article (SCHOOL REVIEW for April). This university and the State Agriculture College are obliged to maintain preparatory departments which I believe is an injury to the high schools of the state.—PRESIDENT FRANK P. GRAVES, University of Washington, Seattle.

I regard the inquiry as very important and timely.—STATE SUPERINTENDENT FRANK J. BROWNE.

The state school tax is one half the entire school taxation. This is distributed on the basis of attendance; hence the schools are usually glad to get students. Qualified students are generally admitted free or on very moderate fees, not by compulsion, but because it pays the school financially to increase its attendance. The high school rather beckons to the country boy to come.

The state also pays \$100 per annum for each grade above the eighth, thus encouraging the maintenance of high schools.

Union high schools may be formed wherever districts choose to unite.

## CALIFORNIA

The country pupil should have as great consideration as the city pupil. If one should have a high-school education (all agree that he should) the other should have it. District, union, joint-union, and county high schools are helping to meet the difficulty in this state.—STATE SUPERINTENDENT THOS. J. KIRK.

Your field of work is a valuable one. The imperative need in our public-school systems is the high school for the rural population. If anything can be done in our nation to arrest the movement of population into centers and stay it in the country, it should be done in the interest of our common inheritance.—J. H. HOOSE, Department of Pedagogy, University of Southern California, Los Angeles.

The question is of the utmost importance. I am glad you are looking into it.—E. E. BROWN, Department of Pedagogy, University of California, Berkeley.

Union and county high schools permitted. No state aid for any high schools. State fund for primary and grammar schools exclusively. To change this will require a constitutional amendment which is being attempted.

Many non resident pupils attend existing high schools. Fees estimated to average \$20 to \$25 per year of ten months. An educational commission is now at work formulating desirable amendments to the school laws.

#### CANADA

##### ONTARIO

High schools receive from the legislature aid proportioned to the efforts made by the locality. The county council is required to make a grant equal to that made by the legislature. This latter grant is to meet the cost of instruction for pupils outside the high-school district. If this cost can be shown to be greater than the legislative grant, the county grant must be increased accordingly. The law provides for a method of arbitration when required.

The county council may, however, require a portion of the county grant to be paid by the rural pupils in fees not exceeding one dollar per month. It thus follows that the question of free high schools for rural pupils is a matter of county option determined by the county board or council. About one third of the high schools thus give free attendance to rural non-residents; and the fees in the others vary from about \$2.50 to about \$26 per year.

#### NEW BRUNSWICK

Very important and desirable.—The Minister of Education.

The entire population of the province is under the operation of free high-school privileges. The province has established one high school of high grade in each county and one school in each parish (township) intermediate between the common schools and the county high schools.

There are also high schools in and for the cities. Union of districts for high-school purposes is also permitted by law.

All schools of all grades receive state aid—about one half the salaries of teachers.

#### NOVA SCOTIA

It is desirable. Secondary education has been free in Nova Scotia since 1864.—A. H. MACKAY, Minister of Education.

All high schools are by law free to qualified students in the section (district). The county academies are high schools free to all qualified students within the county. Practically, all high schools—or most high schools—are also free to students from the country in their competition with the county academies.

Town high schools may charge fees to country students, but generally do not. County high schools receive a special "attendance" grant from provincial treasury. No occasion for the formation of union high schools, as the province subsidizes the county academies and other high schools admit country students free on account of effect on *morale* of the school. Seven and a half per cent. of all pupils are in the high-school-grade (ninth, tenth, eleventh, and twelfth) years of the public-school course; about 2 per cent. are in attendance at the eighteen county academies; about 4 per cent. are taking full course in the other high schools; 1.5 per cent. are taking only partial high-school course in these or rural schools with one or more high-school grades.

At least two of the eighteen county academies charge a fee of \$12 a year to students from other counties. Others are generally free to students from anywhere, as the greater the attendance the greater the grant from the province.

The reason why high schools here admit students free when they could charge a fee appears to be partly to show the drawing power of the institution as compared with the neighboring county academy and partly to the good effect of the attendance of students who come for the purpose of study, on the tone of the school. Then, the addition of a few students from beyond the section does not often entail any additional equipment and increases the amount of the "county fund" which is paid trustees in proportion to attendance in all schools of all grades.

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I have found much interesting material as to the treatment of the matter before us in foreign countries. But conditions are so radically different as to make these data but very slightly instructive to us.

In England there can hardly be said to exist, even for primary grades, a free-school system as we understand that term, although the conditional subsidy plan has brought about practical state control of all private schools. Secondary instruction

might almost be considered as historically the antecedent and parent of the English primary school. The great "public schools" (which here in America we would call private academies) are, next to the universities, the oldest well-established educational institutions of England. As a rule there is no important difference between the country and city people of England as to opportunities for secondary education.

On the continent the extreme centralization of the school systems makes them so radically different from ours as almost to forbid instructive comparison. Our system has arisen step by step out of the conscious needs of the people, while theirs has sprung full-armed from the head of the state. Almost the same may be said of the Canadian as of the continental systems. In theoretical completeness these ready-made, paternal systems excel ours; and, as a rule, no such gap exists as the one that occasions our present investigation.

It may be in order, however, to point out one very important respect in which our system is superior. The glory and strength of the American schools is the popular sense of pride and proprietorship in them. If the system is still somewhat awkward and incomplete, it is nevertheless our own. The people have made it. Little by little they are steadily improving it, and the popular feeling of responsibility for and ownership of the public schools gives them a superior strength which has been noted keenly by those who have thoughtfully studied school systems both here and abroad. It may take some years longer for our slower democratic processes to bring free high school instruction within the reach of the rural population. Considering how extremely democratic we are in our fear of centralization, the process is going on rather rapidly now, as this investigation has fully shown; and when with the full consent of the people and through their own acts the desired end is reached, we shall also have the richer gain of a people's enthusiastic use and support of the means of public education.

HENRY R. CORBETT.

THE UNIVERSITY OF CHICAGO.